

## ATTACHMENT ONE

### 4 C's TOOLS OVERVIEW AND SUMMARY

#### Introduction

The 4 C's – *conservation through cooperation, communication and consultation* – constitute the policy framework and operational objective established by the Secretary for the Department's management of lands and resources and its engagement with land owners, land users, local and State governments, tribes and the general public for the purposes of conservation.

Consistent with the Secretary's 4 C's agenda, the Assistant Secretary for Land & Minerals – pursuant to the Memorandum of 10 June 2002 (Appendix I) – requested preparation of a comprehensive paper that would: (1) document existing 4 C's projects and identify the tools used to implement them; (2) explore future pilot projects and develop criteria for their selection and development (Appendix II – McKinney paper); and (3) identify barriers to the development of 4 C's projects and examine how BLM is responding or could respond to them. This paper addresses the first of the three tasks.

#### Procedures

A 4 C's task group, comprised of nine members from the BLM and one member from the office of the Assistant Secretary for Policy, Management and Budget, prepared the paper requested by the Assistant Secretary.<sup>4</sup> As the first step in doing so, the task group focused on collecting a sufficiently large and significant sample of 4 C's projects from which to identify and extract the primary tools – *or administrative means* – by which the most innovative 4 C's projects in the BLM were structured and implemented. The sample of 4 C's projects is listed in Appendix III.

The task group recognized that all subsequent steps in the development of a 4 C's pilot project program would build from the foundation set by (1) currently available 4 C's tools, (2) new uses of existing 4 C's tools, and, ultimately, (3) the ability of innovative managers within the bureau to develop and implement new 4 C's tools. Those tools would determine the operational landscape for 4 C's experimentation in citizen-based stewardship. Accordingly, the sense of the task group was to issue this preliminary classification of 4 C's tools in advance of the more comprehensive document requested by the Secretary. An initial topology of 4 C's possibilities was deemed

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essential in order to advance to the subsequent steps of determining project criteria, selecting appropriate 4 C's projects and identifying and rectifying project barriers. Understanding the constellation of available 4 C's tools – whether in place or conceivable on the near-horizon – is instrumental to the program's direction, content and performance outcomes.

## **Findings**

The preliminary classification of 4 C's tools is summarized at the end of this overview, in the 4 C's tools summary matrix. A detailed and illustrated account of those tools follows in the main body of the text: *4 C's Tools – A Preliminary Classification*. In all, 26- tools are identified. They include:

- *Planning Tools* – Tools that provide for direct public input into the planning process (Community-Based Planning) or provide for agency adoption of community proposals as the preferred alternative in the NEPA process (Consensus-Based Community Planning)
- *Management Tools* – Tools that structure working relationships between BLM and outside parties for cooperative management and provision of services on Federal lands (Agreements), establish formal management agreements between BLM and non-Federal entities (Contracts), augment BLM management capability on Federal lands (Volunteer and Cooperative Partnerships), provide for ownership options under special circumstances (Ownership Transfer to non-profit or other non-federal entities) and expand the role of the private sector in the management of Federal lands (Land and Recreation leases)
- *Public Participation in Resolving Public Land Management Issues* – Tools that provide a framework for outcome-based management on Federal lands, involving hands-on citizen management and stewardship (Outcome-Based/Adaptive Management) and foster a cooperative framework for resolving public land issues across multiple ownership jurisdictions (Collaborative/Coordinated Partnerships)
- *Education/Interpretation Tools* – Tools that foster public inclusion in BLM educational and interpretive activities (Directed Public Participation and Involvement), facilitate agency and public access to and use of information (Technology, Information and Data Sharing) and provide agency and public training, skills development and capacity building in community-based partnerships (4 C's Agency and Public Training)
- *Advisory Tools* – Tools that establish special public committees to address public land issues (Special FACA Advisory Committees), provide formal advice and consultation to BLM (Resource Advisory Councils), use BLM public meetings and other public forums for advice and support on management actions (Public Meetings for Consultation) and facilitate informal discussions between the agency and community/interest groups regarding land management issues (Non-FACA Information Gathering)
- *Inter-Agency Coordination and Cooperation* – Tools that rely on legislatively-authorized collaborative partnerships between BLM and USFS (Service First), provide more efficient and effective delivery of government services (Consolidation of Bureau Functions), establish agreements and partnerships between multiple agencies to foster more effective Federal land management (Inter-Agency and Multi-Agency Coordination and Cooperation) and allow for creation and use of non-federal entities to provide services that cannot otherwise be performed by the bureau alone or in coordination with other agencies (Inter-Agency Sponsorship of Autonomous Organizations)
- *Alternative Funding Tools* – Tools that provide alternative funding sources that can be used to leverage and encourage collaboration and entrepreneurial 4 C's efforts.

## **Preliminary Observations**

The 4 C's tools described in this report are a sample of a larger universe of existing, proposed and yet to be determined tools. Those that have been identified point to the administrative potential available to bureau managers in the pursuit and implementation of the Secretary's 4 C's agenda. Considered individually and collectively, these tools delineate a space for innovation and creativity that can make land users in particular and citizens in general effective forces in the future planning, management and stewardship of bureau lands and resources.

Existing tools provide the opportunity for citizens to become a formative force in land use planning. Existing tools create the mechanism to engage citizens in management of BLM lands, consistent with the agency's non-delegation requirement. Existing tools establish networks of partnerships, education, and information- and technology-access that can transform land users into effective land stewards. Existing tools allow for a proliferation of advisory roles for citizens, engaging them intimately in the care of their public lands. Indeed, the landscape of existing 4 C's tools, even in this preliminary stage of classification, suggests a new and emerging role for citizens in the governance of the bureau's 270 million acres.

Barriers exist to fulfilling the citizen stewardship potential of many of these 4 C's tools. Some barriers are administrative; others are statutory. Yet the greatest barriers are not always the external impediments of policy, rules and law. Existing workloads among agency staff and the need for additional time commitments may prohibit implementation of otherwise innovative projects. The culture of the agency – the willingness of field staff to engage in innovative activities that entail risk – is a major factor in determining the successful implementation of 4 C's tools. For the tools to work, the bureau's field staff must have the incentives and knowledge-base to work for the 4 C's.

There is an immediate need to provide field staff with awareness and guidance on 4 C's tools and the appropriate settings for their use. There is also the need to provide training in the use of 4 C's tools through such bureau opportunities as the National Training Center Partnership Series. These actions are essential not only for the implementation of a 4 C's pilot project program but for the expansion of the 4 C's toolbox. Staff in the field will be the agents who not only creatively extend and broaden the application of existing 4 C's tools to public land issues, but will be the innovators who pioneer new 4 C's tools to better advance the agency's public mission and the public's participation in that mission.

## **Next Steps**

The 4 C's task group will continue to expand and develop the inventory of 4 C's tools. This will be an ongoing process. Simultaneously, the task group is recommending that the 4 C's tools classification be used as the foundation for a comprehensive manual and guidance on 4 C's tools that will assist field managers in the implementation of the 4 C's initiative. Specifically, the manual and guidance will describe the range of 4 C's tools available, their various applications (based on existing bureau projects), considerations for their use, including new applications, and barriers that may be encountered in their implementation – and ways to overcome those barriers.

The task group's immediate goal is to complete the tripartite mission set for it by the Assistant Secretary before Thanksgiving, 2002. Prompt delivery of the final product is necessary for a timely launching of a 4 C's pilot project program, should that be the decision of the Assistant Secretary. Accordingly, the task group will complete the following activities within the suggested time frame:

- Identify and recommend criteria and a framework for a 4 C's pilot project program, considering and addressing issues and points raised by Matthew McKinney (Appendix II)
- Examine and recommend new projects and project proposals for consideration in the 4 C's program
- Identify and analyze barriers to the use of 4 C's tools and the implementation of 4 C's projects, and provide recommendations on how best to overcome those barriers
- Develop preliminary guidance for pilot projects and deliver recommendations for further guidance, including formulation of policy, rulemaking and, if necessary, legislative action.

### 4 C's TOOLS CLASSIFICATION SUMMARY

TOOL CATEGORY	4 C's TOOL	TOOL FUNCTION
<b>Planning</b>	(1) Collaborative Place-Based/Community-Based Planning	Provides for direct involvement of public in planning process
	(2) Consensus-Based Community Planning and Management	Allows adoption of community proposal as BLM preferred alternative
<b>Management</b>	(3) Agreements <ul style="list-style-type: none"> <li>) Assistance Agreements (AAs)</li> <li>) Memorandums of Understanding and Agreement (MOUs/MOAs)</li> <li>) Cooperative Agreements (CAs)</li> <li>) Cooperative Mgmt Agreements (CMAs)</li> </ul>	Establishes working relationships and sets responsibilities between BLM and outside parties for coordination, management, and provision of services <ul style="list-style-type: none"> <li>) AAs facilitate funding to partners</li> <li>) MOUs/MOAs set policy and working framework</li> <li>) CAs foster cooperation with BLM</li> <li>) CMAs are site specific, long-term</li> </ul>
	(4) Contracts	Creates formal management agreements between BLM and non-Federal entities
	(5) Volunteer Partnerships/Agreements	Augments/expands BLM management capability through non-paid assistance
	(6) Cooperative Partnerships	Augments/expands BLM management capability on Federal lands
	(7) Ownership Transfer to Non-Profit Trust or Other non-Federal Entity	Provides management and ownership option for BLM lands or properties when communities have comparative advantage
	(8) Land Leases and Recreation Leases for Public Purposes	Allows increased role for private sector in management of Federal lands
<b>Public Participation in Resolving Public Land Management Issues</b>	(9) Outcome-Based/Adaptive Management	Provides framework of publicly-set outcome-based standards for land-user practice of adaptive management under place-based BLM/public monitoring and oversight
	(10) Collaborative/Coordinated Partnerships for Resolving Public Land Management Issues	Establishes cooperative/coordinated framework to resolve public land issues across multiple ownership jurisdictions
<b>Education/Interpretation</b>	(11) Directed Public Participation and Involvement	Fosters inclusion of public or public entities in the development of BLM educational and interpretive activities
	(12) Technology, Information and Data Sharing	Facilitates access to and use of information
	(13) 4 C's Agency and Public Training, skills development and capacity building	Provides agency and public training, skills development and capacity building in community-based partnerships
<b>Advisory</b>	(14) Special Advisory Committees (FACA Authorized)	Creates special public committees to address targeted Federal land issues
	(15) Resource Advisory Councils (RACs) and RAC Sub-Groups	Provides advice and consultation to BLM and facilitates public involvement in land planning and management
	(16) Public Meetings for Consultation on Issues and Actions	Allows use of public meetings and other public forums by BLM for input, advice and support on management actions
	(17) Non-FACA Information Gathering	Facilitates use of informal discussions with community and interest groups on agency plans and actions

TOOL CATEGORY	4 C's TOOL	TOOL FUNCTION
<b><i>Inter-Agency Coordination and Cooperation</i></b>	(18) Service First	Legislatively authorizes collaborative partnerships between BLM and FS to enhance land management and provision of services for agency customers
	(19) Consolidation of Bureau Functions	Provides for more effective, consistent and coordinated delivery of government services to agency customers
	(20) Inter-Agency and Multi-Agency Coordination and Cooperation	Establishes agreements and partnerships between multiple agencies to foster more effective Federal land management
	(21) Inter-Agency Sponsorship of Autonomous Non-Profit Foundations and Other Public Service Organizations	Allows for creation and use of non-Federal entities to provide conservation and land management services that cannot be provided by the authorized agencies
<b><i>Alternative Funding</i></b>	(22) Challenge Cost Share Program (23) Land and Water Conservation Fund (24) PILT Funding (25) Fee Demo Funding (26) ISTEPA funding	Multiple existing funding sources that can be used as leveraging tools to encourage collaboration and entrepreneurial 4 C's efforts.

## 4 C's Tools

### A Preliminary Classification

#### I. Planning Tools

##### (A) **Tool: Collaborative Place-Based and Community-Based Planning**

**General Application:** Inclusion of public in planning process.

**Range of Applications:**

- Pine Nut Mountains Resource Management Plan Amendment – Inclusion of community in consensus-based development of plan amendment; in progress.
- Colorado Plateau Mountain Bike Trail System – Colorado Plateau Mountain Bike Trail Association (COPMOBA) and BLM worked together to develop regional bike trail plan.
- Jawbone Station and the Friends of Jawbone – Broad-based Friends group (50 interest groups, private citizens and other agencies) started by BLM and now an independent non-profit corporation and active partner in collaborative planning process.
- Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area – At suggestion of the two Resource Advisory Councils involved in the planning area (CA and NV), a subgroup comprised of members of both Councils was created to participate in the collaborative planning process for the NCA; additional collaborative planning teams include State of Nevada and socio-economic team.
- Bradshaw/Agua Fria National Monument Resource Management Plan – Development of new Resource Management Plan utilizing a community-based approach; community leaders participated in Partnership Series *Learning Communities* as first step in preparation for community-based planning.
- Salmon Field Office Community-Based Planning – BLM Field Office is participating with local government and private property owners to develop a comprehensive management plan.
- Interim Forest Plan, Nevada County, CA – BLM invited the non-profit Yuba Watershed Institute – made-up of community members and local industry – to work with BLM in developing and implementing a forest management plan.
- Sonoran Desert Conservation Plan – A multi-agency, citizen-led management planning initiative for Pima County Arizona, using multi-agency cooperative agreements to achieve the goal of coordinated resource management.
- Coral Pink Sand Dunes – BLM, FWS, State of Utah, and the Kane County Commission prepared a land-use plan amendment for conservation of the Coral Pink Sand Dunes tiger beetle across land ownerships to successfully avoid listing of the beetle as threatened or endangered.
- Knowlton Travel Plan, Eastern Montana – A sub-group of the eastern Montana Resource Advisory Council was formed to develop a travel management plan for the Knowlton, MT area, a checkerboard of mixed federal, state, and private lands; RAC sub-group worked with landowners, recreationists, and commercial outfitters.
- Galisteo Basin Proposal – Proposal to use community-planning process to develop a comprehensive plan for development within the Galisteo basin, including protection

of open space, cultural resources and other resource values; intended to protect local cultural.

**Considerations:** BLM's new planning manual, released in December 2001, establishes community-based planning as the bureau's preferred process.

**(B) Tool: Consensus-Based Community Planning and Management**

**General Application:** BLM adoption of consensus-based community proposals as the preferred alternatives in the NEPA planning process.

**Range of Applications:**

- Red Hill Council Action Alternative – Red Hill Council generated a community Action Alternative for managing Red Hill recreation area (Roaring Fork Valley, CO); BLM adopted Council action proposals.
- La Cienegas National Conservation Area – BLM adopted consensus-based citizen plan (prepared by La Sonoita Planning Partnership) as preferred alternative for La Cienegas National Conservation Area [La Sonoita planning partnership also instrumental in designation of La Cienegas NCA].

**Considerations:** Revision to Departmental Manual now in progress; facilitates Consensus-Based Community Planning and Management in NEPA process by requiring agencies to adopt consensus-based community plans as the preferred alternatives in NEPA documentation whenever possible.

## II. Management Tools

**(A) Tool: Agreements**

**General Application:** Agreements establish a working relationship between the BLM and other cooperating parties, and set forth the respective responsibilities of each under the terms of the agreement. Activities covered by agreements range from management of resources and facilities to provision of educational and interpretive activities on federal lands. Although these are common tools, the uses to which they can be put are subject to a broad range of innovation. A full description and array of BLM agreements is available at: [www.blm.gov/natacq/tools/ib98100.html](http://www.blm.gov/natacq/tools/ib98100.html). The same information can be found in "Guide to Agreements," Information Bulletin No. 98-100.

**Range of Applications:**

**Assistance Agreements** – Agreements between BLM and non-federal groups to provide financial assistance to those groups (with minimal conditions) for a broad range of activities and products.

- Friends of Yaquina Lighthouse – Through a 1996 assistance agreement, Friends of Yaquina Lighthouses assists BLM on special on-the-ground projects, provision of policy guidance, and maintenance of a shop with interpretative and educational



materials for the convenience of the public.

- Scappoose Bay Watershed Habitat Improvement – Proposed project for partnered watershed habitat improvement for anadromous fish; partnership between BLM, Scappoose Bay Watershed Council, Oregon Watershed Enhancement Board, City of St. Helens, Columbia County, Olympic Resources, and the Oregon Department of Fish and Wildlife; funding provided by National Fish and Wildlife Foundation and Challenge Cost Share Program.
- Campbell Creek Science Center – BLM science education facility staffed by non-profit partner employees and paid from fees collected through fee demo authority (co-management authorized by MOU – see below)
- Hutton Junior Fisheries Biology Program – Assistance Agreement between BLM and other Federal agencies and the American Fisheries Society for funding of the Hutton Junior Fisheries Biology Program (see below).
- America's Backyard – An educational partnership campaign undertaken by National Geographic Society, BLM, Public Lands Interpretive Association, and Federal land management agencies to educate Americans about history, values, relevancy and role of Nation's public lands in their daily lives; assistance agreements used to formalize partnership.
- Leave No Trace – BLM-FS sponsored non-profit organization with agency staff on Board of Directors as “advisors;” provides stewardship education and promotes conservation ethics for recreational land users, specifically OHV enthusiasts; administered through MOUs and assistance agreements.
- Anasazi Heritage Center – Assistance agreements between BLM, BOR, and FS and numerous non-profit associations for projects, operations and maintenance of the Anasazi Heritage Center – a museum for interpreting the history and culture of the Canyons of the Ancients National Monument, Trail of the Ancients Scenic Byway, and the Four Corners Region.
- Public Lands Information Center (Arizona) – BLM entered into an agreement with the Public Lands Interpretive Association to provide one-stop-shopping to public; now includes NPS, FWS, FS, and Arizona Game and Fish.

**Considerations:** None

*Memorandum of Understanding (MOU)/Memorandum of Agreement (MOA)* – MOUs are written agreements between the BLM and another entity(ies) that confirm the use of cooperative policies or procedures to promote mutual endeavors. MOAs establish a framework for cooperation and performance of duties in the management of lands and resources, and in the provision of educational services and interpretation on those lands. Both agreements facilitate volunteer engagement in Federal land projects.

- Red Hill Memorandum of Understanding – MOU between BLM and Red Hill Council (community group) for joint implementation of the recreation plan proposed by the Council and accepted by the BLM.
- Colorado Plateau Mountain Bike Trail System – MOU between Colorado Plateau Mountain Bike Trail Association authorizing COPMOBA to oversee volunteers who provide bike patrols, trail monitoring, free maps, and promotion of responsible use.
- Jawbone Station and the Friends of Jawbone – MOU between BLM and Friends; provides BLM pool of active volunteers; Friends produces user-friendly map for visitors.

- Campbell Creek Science Center – MOU between BLM and 20 partners for the cooperative management of the Campbell Creek Science Center by non-profit employees (Assistance Agreement – see above – provides for money transfers from BLM to partners).
- National Public Lands Day – MOU between National Environmental Education and Training Foundation and Public Lands Foundation and BLM and other Federal, State and local land agencies for systematic involvement of volunteers in agency-identified public land projects in every state, including development of work plans to organize volunteers to achieve desired outcomes.
- Scappoose Bay Watershed Habitat Improved – Proposed project for partnered watershed habitat improvement for anadromous fish; partnership between BLM, Scappoose Bay Watershed Council, Oregon Watershed Enhancement Board, City of St. Helens, Columbia County, Olympic Resources, and the Oregon Department of Fish and Wildlife; funding provided by National Fish and Wildlife Foundation and Challenge Cost Share Program.
- Campbell Creek Science Center – MOU between BLM and 20 partners for the cooperative management of the Campbell Creek Science Center by non-profit employees (Assistance Agreement – see above – provides for money transfers from BLM to partners).
- Wonderful Outdoor World – MOU between BLM and other federal agencies and non-profit groups and private firms to provide outdoor recreational experience and education to urban youth.
- Hutton Junior Fisheries Biology Program – MOU between BLM, FS, and State Game and Fish agencies to encourage and educate minority students in the fisheries profession; funding from Hutton Program and Challenge Cost Share (administered through an Assistance Agreement with the American Fisheries Society).
- America's Backyard – An educational partnership campaign undertaken by National Geographic Society, BLM, Public Lands Interpretive Association, and Federal land management agencies to educate Americans about history, values, relevancy and role of Nation's public lands in their daily lives; MOUs used to formalize partnership.
- Leave No Trace – BLM-FS sponsored non-profit organization with agency staff on Board of Directors as "advisors;" provides stewardship education and promotes conservation ethics for recreational land users, specifically OHV enthusiasts; administered through MOUs and assistance agreements.
- Tread Lightly! – BLM, FS, NPS, BOR and Corps of Engineers sponsored non-profit organization with agency staff on Board of Directors as "advisors;" establishes and encourages conservation standards and ethics for OHV industry in advertising vehicles and equipment; administered through MOU with Tread Lightly!
- Lewis and Clark Bicentennial Commemoration – Series of memoranda of understandings between National Council of the Lewis and Clark Bicentennial (created by National Lewis and Clark Trail Heritage Foundation) and BLM, 16 other Federal agencies, 17 Trail State Bicentennial Commissions, 58 Native American Tribes, State Historical Societies, and numerous other institutional partners to educate the American people on the history of Lewis and Clark and to reconnect the public with the American West.
- Small Business Plan Preparation – BLM develop a MOU with the Small Business Administration to provide business plan preparation and other business skills for small businesses located in rural areas – businesses whose interests are strongly influenced by BLM management of outdoor recreation and heritage resources;

project in concept/vision stage.

- Jawbone Station and the Friends of Jawbone – Friends of Jawbone meet monthly to discuss and work on issues related to BLM and the local region.
- Yaquina Head Outstanding Natural Area – Established Oregon Coast Passport in 1998; a federal and state multi-agency recreation pass and shared revenue pool from sale of passes.
- Anasazi Heritage Center – MOU between BLM, BOR, and FS for projects, operations and maintenance of the Anasazi Heritage Center – a museum for interpreting the history and culture of the Canyons of the Ancients National Monument, Trail of the Ancients Scenic Byway, and the Four Corners Region.

**Considerations:** MOAs are required where transfer of funds is involved; MOUs used most commonly between BLM and other Federal or State agencies.

*Cooperative Agreements* – Facilitate and encourage cooperation among parties in programs and projects common to multiple agencies and/or non-Federal/State groups.

- Moab Information Center – Joint funding, ownership and management of Moab Visitor Information Center by Grand County Travel Council, Canyonlands Natural History Association, and Moab offices of BLM, NPS, and FS; Inter-agency board made up of one representative from each of the five groups that oversee the operation of the Moab Information Center.
- Wildfire Support Group, Winnemucca Field Office – BLM entered into a cooperative agreement with local area ranchers and concerned citizens to establish the Wildlife Support Group, whose function is to provide early notification of wildfires in outlying areas, quick response initial attack, identification of best access routes to the fire, and local knowledge of private and federal lands being threatened by fire.
- Humboldt County Noxious Weed Management Cooperative Agreement – BLM, state and federal officials, and numerous private citizens entered into a cooperative agreement for noxious weed management in Humboldt County; BLM developed a programmatic EA covering treatment of noxious weeds on public lands administered by BLM.

**Considerations:** None

*Cooperative Management Agreements* – CMAs are site specific agreements used in accordance with management plans for shared on-the-ground management of a specific management area.

- Kasha-Katuwe Tent Rocks National Monument – 1997 joint management agreement between Pueblo de Cochiti and BLM; Pueblo provides staff to help monitor and maintain the monument and to provide customer service; BLM provides law enforcement.
- Moab Information Center Interagency Cooperative Agreement – Canyonlands Natural History Association is responsible for insurance, interior maintenance, grounds maintenance, and routine maintenance of the Center, grounds, parking area, and all utilities – paid from profits from sales at Moab Information Center bookstore.
- Sand Flats Recreation Area – 1996 cooperative management agreement between

BLM and Grand County, transferring fee collection, fee retention and recreation area maintenance to Grand County, under oversight of Citizens Stewardship Committee.

- Little Sahara and Yuba Reservoir – 1997 cooperative management agreement between BLM and Utah Division of Parks and Recreation (UDPR) authorizing UDPR to assume primary stewardship responsibility and day-to-day management of the Yuba Reservoir facility, including collection, retention and expenditure of user fees.
- Susanville Depot and the Bizz Johnson Trail – Transfer of ownership of the Susanville Depot and Visitor Center to the local private non-profit Lassen Land and Trails Trust for future management and stewardship; signed 2000 agreement between BLM and the Lassen Land and Trails Trust (LLTT) to authorize and minimally fund the LLTT to cooperatively manage the Bizz Johnson Trail.

**Considerations:** None

**(B) Tool: Contracts**

**General Application:** Entails a more formal arrangement than agreements; provides new means and additional flexibility to BLM to implement management and conservation actions on Federal lands through non-federal parties; contract authority under FLPMA, USC 1737(b) has not been fully developed.

**Range of Applications:**

- Little Sahara and Yuba Reservoir, Utah – Law enforcement contract between Juab County Sheriff and Yuba and Little Sahara for law enforcement services at the two recreational areas.
- Permittee Stewardship Contracts – Proposed in the pending BLM roll-out on 4 C's Options for Administration of BLM Grazing Permits; contracts would provide outcome-based conservation contracts between permittees and BLM for environmental services from permittees in exchange for payment (stewardship grants), flexibility in management and/or potentially-expanded permit tenure.
- Other Stewardship Contracts – Not yet proposed; administrative stewardship contract program under authority of FLPMA to provide similar local economic opportunities in service of conservation.

**Considerations:** Contracts are consistent with Congressional mandate and Administration commitment to use contracts to improve public service.

**(C) Tool: Volunteer Partnerships/Agreements**

**General Application:** BLM use of volunteer partnerships and agreements to augment and expand management capability on Federal lands, including educational and interpretive activities.

**Range of Applications:**

- Black Rock Desert Volunteers – Volunteer assistance to BLM in Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area for data gathering, ground photo-monitoring, road inventory, boundary marking, monitoring of special

recreation permits, GPS monitoring, and public contact work.

- Lovelock Cave and Lovelock Cave Back Country Byway – BLM worked with local government, associations, Tribes, Nevada Division of Forestry, University of Nevada, Reno for road construction and development of historical displays, interpretive programs, and nature trails etc.
- Bloody Shins Partnership Information – BLM relied on partnership with local bike shop, the Winnemucca Convention and Visitor's Authority, Rose Creek Honor Camp, civic groups, and individual volunteers to complete the Nevada Bloody Shins Trail System.
- Paiute and Great Western Trail System – Creation of Paiute Trail Host Program to authorize volunteers to adopt a section of trail and thereby provide minor maintenance, garbage pick-up, trail signing etc.
- Pompeys Pillar Historical Association – volunteers operate a community outreach education program that brings hands-on history and environmental education to over 3,000 students annually; also operates a sales outlet.
- Pompeys Pillar National Monument – students from Montana State University School of Architecture contributed to design of Monument interpretative center.
- Jawbone Station and the Friends of Jawbone – Friends of Jawbone provided design assistance to BLM in construction of the Jawbone Information Center, serving primarily OHV users.

**Considerations:** None

**(D) Tool: Cooperative Partnerships**

**General Application:** BLM use of cooperative partnerships (including Service First agreements between BLM and Forest Service) to augment and expand management capability on Federal lands, including educational services and interpretive activities.

**Range of Applications:**

- Nevada BLM partnership with Nevada developer to facilitate land exchange by sharing staff resources.
- Interim Forest Plan, Nevada County, CA – Upon completion of the community-based forest management plan by BLM and the Yuba Watershed Institute (see above, under planning), the two parties worked together on a number of management projects, the most significant being the reduction of wildfire danger
- Cascade Streamwatch Project – Partnership between BLM, FS, WolfTree, Inc., a non-profit educational organization, and numerous other agencies and private organizations to develop a comprehensive science-based public resource education program, along with an innovative interpretive site, focusing on watersheds and fisheries; uses extensive volunteer services.
- Hospitality Industry Partnership – BLM and FS (cooperating through a Service First Agreement – see below) engage the National and Regional Hotel/Motel Association, the National and Regional Restaurant Association and other National and Regional Travel/Tourism Partners in a program to highlight the BLM's National Landscape Conservation System so as to enhance the public experience, educate the public on conservation behavior, and enhance economic development.

**Considerations:** None.

**(E) Tool: Ownership Transfer to Non-Profit Trust or Other non-Federal Entity**

**General Application:** Option for future management and stewardship of BLM lands or other properties in situations where community resources enjoy a comparative advantage.

**Range of Applications:**

- Susanville Depot and the Bizz Johnson Trail – Transfer of ownership of the Susanville Depot and Visitor Center by the BLM to the local private non-profit Lassen Land and Trails Trust for future management and stewardship

**Considerations:** Is it desirable for the transfer arrangements to include a reversionary clause in case the transferee is unable to fulfill the intent of the initial transfer of ownership? If so, what would BLM do with the returned property? Who pays for upkeep? What is the liability of BLM of a building that may not be maintained? Should these concerns be incorporated in a business plan?

**(F) Tool: Land Leases and Recreation Leases for Public Purposes**

**General Application:** Option for increasing role of private sector in management of Federal lands and expanding or enhancing delivery of services to Federal land customers.

**Range of Applications** – Examples to be provided.

**Considerations:** None.

### III. Public Participation in Resolving Public Land Management Issues

**(A) Tool: Outcome-Based/Adaptive Management**

**General Application:** Involvement of public in setting outcome standards and reliance on user groups to meet standards through adaptive management practices.

**Range of Applications:**

- Elko Field Office – Proposes regulation to provide for citizen groups to define outcomes in planning process, with appropriate environmental sideboards and careful monitoring; key to successful citizen involvement is to give citizens and communities the tools to apply citizen-led solutions to public land issues.
- Las Cienegas National Conservation Area – Preferred alternative (citizen's plan developed by Las Sonoita planning partnership) would formalize Outcome-Based/Adaptive Management for Las Cienegas NCA.
- New Mexico State BLM Office – BLM New Mexico has advanced a proposal for a series of pilot implementations of Outcome-Based/Adaptive Management.

**Considerations:** Revision to Departmental Manual now underway to ensure consistency of Outcome-Based/Adaptive Management with NEPA and to foster its implementation by all Departmental agencies.

**(B) Tool: Collaborative/Coordinated Partnerships for Resolving Public Land Management Issues**

**General Applications:** Collaborative/Coordinated partnerships for resolving public land management issues involving multiple ownership jurisdictions at the landscape level.

**Range of Applications:**

- Northeastern Nevada Stewardship Group, Inc. – A broad-based collaborative group in the Elko Field Office area (BLM and FS on Board of Directors) formed as result of BLM Partnership Series course, funded by BLM and dedicated to science-based resolution of public land issues; sponsors and organizes technological symposia on array of public land policy and management topics; creates pods to work on specific issues and projects, particularly sage grouse and sage grouse management, fire management, OHV use, and recreational use and access; critical in diffusing public land conflict; prepared sagebrush ecosystem management plan for Elko County – one of several plans under umbrella of Nevada Governor’s Sage Grouse strategy.
- Lemhi Model Watershed Project – Partnership between local landowners, communities and agencies to implement habitat improvement projects in the Lemhi Idaho watershed while maintaining current land uses; focused on improving chinook salmon and steelhead trout habitat.
- Partners for Grassland Stewardship – Collaborative partnership (BLM a member) facilitated by North Dakota Consensus Council with goal to (1) manage grasslands for healthy ecosystem to sustain multiple uses and benefits and (2) stabilize and strengthen rural livelihoods and communities in and around grasslands.
- Blackfoot Challenge – Western Montana grass-roots partnership (BLM a Member) to coordinate management of Blackfoot River, its tributaries and adjacent lands so as to conserve and protect the natural resources and rural lifestyle of the Blackfoot River Valley for present and future generations.
- Eastern Nevada Landscape Restoration Project – Landscape restoration project spearheaded by the eastern Nevada Landscape Coalition (BLM a member), a non-profit organization formed to facilitate and support improvement in federal land management through the pooling of Federal agency resources and the creative use of stewardship contracting, partnerships, cooperative agreements, assistance agreements and other 4 C’s tools.
- Applegate Partnership – A standing committee representing diverse interests (including BLM and FS) in southwestern Oregon and providing community input into timber harvesting within the Applegate watershed.
- Upper Klamath Basin Working Group – BLM participates in the congressionally-mandated Klamath Basin Working group, established to address natural resource issues in the upper basin; Oregon BLM and FWS have supported a contract with the U.S. Institute for Environmental Conflict Resolution to assist the working group to reach agreement on a basin-wide ecological restoration plan.
- Abandoned Mine Cleanup: Upper Animas River Watershed, San Juan Mountains,



Colorado – BLM is a member of The Animas River Stakeholders Group formed in the early 1990s to address acidic toxic metal wastes discharge from abandoned mines in the headwaters of the Animas River.

- Muddy Creek Coordinated Resource Management Project – BLM, Forest Service, the local Conservation District, ranchers and landowners entered into a coordinated resource management project in 1992 covering federal and private lands in Carbon County, southeastern Wyoming. The purpose of the project was to jointly work toward 6 goals: (1) increase cooperation and coordination among land managers, landowners, permittees, and interest groups; (2) improve critical range for key wildlife species; (3) reconcile grazing with non-consumptive land uses; (4) reestablish Colorado River cutthroat trout; (5) better manage uplands for wildlife and livestock; and (6) improve water quality by reducing erosion and sedimentation
- Heart Mountain Partnerships – BLM, The Nature Conservancy, NRCS staff, Wyoming Game and Fish, Rocky Mountain Elk Foundation, and Park County Weed and Pest partnered with permittees on allotments north of Cody, Wyoming, in Park County. The partners worked together to develop on-the-ground treatments to improve upland and riparian habitats, develop grazing strategies that rotate or eliminate hot and growing season use, establish a “walk-in” hunting program, conduct an intensive noxious weed control effort, and initiate a grass bank on the TNC managed property.

**Considerations:** A mission statement should be developed to clarify and focus the efforts of groups within a collaborative effort, and correct their course if necessary.

#### IV. Education/Interpretation Tools

##### (A) **Tool: Directed Public Participation and Involvement**

**General Application:** Inclusion of the public or public entities in the development of BLM educational and interpretive programs and projects.

**Range of Applications:**

- Red Rock National Conservation Area – Development of Wayside displays along scenic drive using public input
- California National Historic Trails Interpretive Center – Development of Interpretive Center and placement of Wayside exhibits along key highways leading to Elko, Nevada, using citizen participation and involvement
- Quarterly Congressional Briefings – BLM briefings of Arizona delegation staffers on current BLM projects and potentially controversial issues.

**Considerations:** None.

##### (B) **Tool: Technology, Information and Data Sharing**

**General Application:** Development and dissemination of technologies for expanding access to information and data for public awareness and more effective planning and management of Federal lands.



***Range of Applications:***

- Community Viz – In cooperation with the Orton Foundation and the National Association of Counties, BLM is proposing to bring the Community Viz 3-dimensional computer model to rural communities to assist them with integrated planning processes, particularly balancing growth with maintenance of open space; BLM Las Cruces Field Office proposes to use Community Viz as it works with community and local government partners in upcoming RMP revision.
- Sonoran Institute and BLM Economic Profile System – Joint development of the Economic Profile System by the Sonoran Institute and BLM to produce detailed socio-economic reports on every county in the West to facilitate BLM planning.
- Data Sharing – Proposed NACO/BLM joint project to share data bases at county and federal level to ensure best available data is used.
- Cadastral Survey and GIS Data Exchange – Collaborative effort between BLM and communities to establish, standardize and improve the ownership and land title information used by all government organizations as well as private industry in land management decision-making.

***Considerations:*** None.

**(C) Tool: 4C's Agency and Public Training, Skills Development and Capacity Building**

***General Application:*** Provide training to BLM managers and staff in community-based partnerships for the purpose of enhancing stewardship, building successful partnerships, developing funding sources, and using volunteers effectively; also provide training for other agency and public partners to foster knowledgeable participation in bureau planning and program implementation.

***Range of Applications:***

- BLM National Training Center Partnership Series (NTCPS)
  - Community-Based Volunteering
  - Learning Community
  - Community-Based Partnerships and Ecosystems
  - Alternative Funding
- Agency and Public Cross Training
  - Tonopah, NV: BLM, FS and County road crews trained to same standards, allowing coordination of road maintenance efforts. Under a cooperative agreement each party could do maintenance on other parties' roads.

***Considerations:*** Has potential to play key role in overall development and implementation of citizen-based and community-based 4 C's tools and projects. NTCPS training should be extended to BLM staff (now available only to BLM managers and community leaders).

## V. Advisory Tools

### (A) **Tool: Special Advisory Committees (FACA-Authorized)**

**General Applications:** Special committees established to address targeted Federal lands and Federal land issues.

**Range of Applications:**

- Paiute and Great Western Trail System – Paiute ATV Trail Committee was created in 1989 by federal, state, local and private partners to deal with issues and resolutions for the management of the trail system.

**Considerations:** Additional examples should be added to this tool category.

### (B) **Tool: Resource Advisory Councils (RACs) and RAC Sub-Groups**

**General Applications:** Provide advice and consultation to BLM on Federal land issues and land planning

**Range of Applications:**

- Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area – Creation of RAC Sub-Group team to participate in NCA collaborative planning effort
- Pilot Project Administration – Proposed selection, guidance/advisory and oversight role for RACs in the administration of local 4 C's pilot projects

**Considerations:** Additional examples should be added to this tool category. Moreover, RACs and RAC subgroups have not been fully utilized or developed for the purpose of advancing 4 C's goals on Federal lands.

### (C) **Tool: Public Meetings for Consultation on Issues and Actions**

**General Applications:** Use of public meetings by BLM to address issues of great import to local communities and to draw upon citizen input for advice on issues and support for management actions.

**Range of Applications:**

- Burning Man Special Recreation Permit – BLM consulted with communities and Indian Tribes adjacent to Burning Man event, as well as numerous agencies and organizations, and private companies servicing the event, to identify special conditions for the event's recreation permit (with objective of addressing and mitigating local issues and concerns).
- Red Rock National Conservation Area – Development of Wayside displays along scenic drive using public input.
- California National Historic Trails Interpretive Center – Development of Interpretive Center and placement of Wayside exhibits along key highways leading to Elko, Nevada, using citizen participation and involvement.

**Considerations:** None.

(D) **Tool: Non-FACA Information Gathering**

**General Application:** Use of informal discussions with community and interest group leaders to gain their perspective on agency plans.

**Range of Applications** (examples needed):

- New Mexico Counties – Counties in New Mexico are considering establishment of local grazing advisory boards on the model of the Taylor Grazing Act, and meeting informally with BLM on matters related to livestock grazing.

**Considerations:** GSA guidelines and regulations as of July 2001 expand opportunities for agencies to work with public entities outside of the FACA framework and requirements.

## VI. Inter-Agency Coordination and Cooperation Tools

(A) **Tool: Service First**

**General Application:** A legislated collaborative partnership between BLM and FS; goal to share ideas, skills, resources, and to deliver programs and services more cost effectively and in a way that makes sense to BLM and FS customers

**Range of Applications:**

- Canon City, CO – BLM and FS employees share workloads and responsibilities from common office.
- Idaho – State and Federal agencies honor single pass for frequent wildland visitors.
- Central Oregon – Collaborative BLM/FS projects.
- Idaho – Joint EIS by BLM/FS for proposed plan amendments on management of Canada Lynx habitat within northern Rocky Mountain area.
- Hospitality Industry Partnership – BLM and FS partner under Service First to provide Hospitality Industry a consistent and seamless product, and to provide the same to the public utilizing the National Landscape Conservation System..

**Considerations:** Priority program within both DOI and DOA with grant funding available to encourage participation.

(B) **Tool: Consolidation of Bureau Functions**

**General Application:** More effective, consistent and coordinated delivery of government services to agency customers.

**Range of Applications** (more examples needed):

- Farmington FIMO – Consolidation of mineral activities of BIA, BLM and MMS to provide one-stop shopping for Indian mineral owners.

**Considerations:** None.

(C) **Tool: Inter-Agency and Multi-Agency Coordination and Cooperation**

**General Application:** Agreements and partnerships between multiple agencies to foster more effective management of Federal lands.

**Range of Applications:**

- Moab Information Center – Provides one-stop shopping for visitors to BLM, FS and NPS lands in the Moab area.
- Seeds of Success – Government to government cooperative agreement between BLM and the Royal Botanic Gardens in Kew, England, to collect, study, and conserve seeds of American native plants located on BLM lands and to include those seeds in the Kew Millennium Seed Bank in England.
- Nevada Abandoned Mine Lands Hazard Remediation – BLM works with Nevada Division of Minerals under a formal agreement for abandoned mine remediation projects; Nevada BLM has produced programmatic EA to expedite NEPA process; BLM has used multi-agency coordination to prioritize remediation sites.
- Nevada Governor's Sage-Grouse Conservation Team – Inter-agency Federal and State collaborative effort led by Governor of Nevada to formulate sage grouse local conservation plans, emphasizing local involvement and decision-making.
- Amargosa Toad Habitat Conservation Plan – Multi-agency design and designation of Habitat Conservation Plan for the Amargosa Toad, using broad public participation and state-of-art science.
- Barry Goldwater Executive Council – Arizona BLM brought together managing agencies with jurisdiction within the Barry M. Goldwater Bombing Range and formed the Barry Goldwater Executive Council to coordinate bombing range issues and to provide the public with a consistent, single management presence to address their concerns.
- Arizona Department of Game and Fish Planning Coordination – BLM and Arizona Game and Fish agreed to assign Game and Fish employee to BLM state headquarters to work on Monument planning efforts as they pertain to wildlife management.
- Taos County Emergency Response Center – BLM Taos Field Office coordinated with local government and agencies in Taos County to develop a centralized emergency response center to provide more effective emergency communications in the Taos area.
- Timbisha Tribal Homeland – Work group made-up of NPS, BIA, BLM and Tribal representatives was established to identify, inspect, evaluate and select properties recommended for conveyance to the Timbisha Tribe, per the mandate of the California Desert Protection Act; the cooperative effort resulted in legislation conveying the properties to the Tribe.

**Considerations:** None.

(D) **Tool: Inter-Agency Sponsorship of Autonomous Private Non-Profit Foundations and Other Public Service Organizations**

**General Application:** Creation of non-profit organizations to provide conservation and land management services that cannot be provided by the federal agencies sponsoring those organizations.

**Range of Applications:**

- Outside Las Vegas Foundation – Private non-profit foundation established by BLM, FS, FWS and NPS to provide long-term protection and appropriate use of public lands surrounding Las Vegas, to promote environmental education for visitors and community, build community capacity for stewardship, enhance quality of public lands, and foster capacity and agency collaboration; complimented by *Southern Nevada Public Land Act* authorizing retention and use of proceeds from sale of BLM lands within Nevada for the above purposes.
- Leave No Trace – BLM-FS sponsored non-profit organization with agency staff on Board of Directors as “advisors;” provides stewardship education and promotes conservation ethics for recreational land users, specifically OHV enthusiasts; administered through MOUs and assistance agreements.
- Tread Lightly! – BLM, FS, NPS, BOR and Corps of Engineers sponsored non-profit organization with agency staff on Board of Directors as “advisors;” establishes and encourages conservation standards and ethics for OHV industry in advertising vehicles and equipment; administered through MOU with Tread Lightly!.
- Paiute and Great Western Trail System – The Paiute and Great Western Trail System is a partnership between BLM, FS, Utah State Parks, county and city governments, private land owners, business and user groups; Paiute ATV Trail Committee was created in 1989 to deal with issues and resolutions for the management of the trail system.
- Susanville Depot and the Bizz Johnson Trail – BLM facilitated formation of the non-profit Lassen Land and Trails Trust for (1) transfer of ownership of Susanville Depot and Visitor Center for future management and stewardship and (2) cooperative management of the Bizz Johnson Trail.

**Considerations:** None.

## VII. Alternative Funding Tools

(A) **Tool: Challenge Cost-Share**

**General Application:** Existing funding source that can be used as leveraging tool to encourage collaboration and entrepreneurial efforts.

(B) **Tool: Land and Water Conservation Fund**

**General Application:** Existing funding source that can be used as leveraging tool to encourage collaboration and entrepreneurial efforts.

(C) **Tool: Title II/III Funding (PILT)**

**General Application:** Existing funding source that can be used as leveraging tool to encourage collaboration and entrepreneurial efforts.

(D) **Tool: Fee Demonstration Program**

**General Application:** Existing funding source that can be used as leveraging tool to encourage collaboration and entrepreneurial efforts.

(E) **Tool: ISTE/T-21 Funding**

**General Application:** Existing funding source that can be used as leveraging tool to encourage collaboration and entrepreneurial efforts.

## APPENDIX I

### MEMORANDUM

**TO:** Kathleen Clarke, Dir. - BLM (w/o encl.)  
 Con Lass (w/o encl.)  
 Elena Daly  
 Tom Fulton (w/o encl.)

**cc:** Karl Hess (w/o encl.)  
 Chris Kearney (w/o encl.)

**FROM:** Rebecca Watson, AS/LM

**DATE:** June 10, 2002

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I met with Lynn Scarlett, Karl Hess and Chris Kearney today concerning 4 C's pilot projects. I shared with them BLM's working group paper, "Implementation of the 4 C's Using Collaborative Models." In addition, I provided a copy of the attached paper from Matt McKinney, "Options to Create Pilot Projects on Federal Lands Governance," notes of the Eastern Regionalism (another way to say local collaboration) Conference and a letter and materials from Professor Susskind who teaches on collaboration. In addition, I have also attached for your use a memo from Lynn on "Seminars on Integrating Scientific Information Effectively into Collaborative Processes" and a piece on a Moffat County pilot project.

The next step from the meeting is that Karl Hess will work with Elena Daly to address in a paper three information needs that Lynn and I believe can help guide our consideration of the BLM 4 C's pilot project concept.

- (A) Identify and document existing 4 C's projects with particular attention to the means or tools used to implement these projects.
- (B) Explore future pilot projects that could be developed. Particularly, consider some of the ideas suggested in Matt McKinney's paper.
- (C) Identify barriers to the growth and development of 4 C's projects and how BLM is addressing the barriers.

Karl and Elena would take the laboring oar in pulling this information together in a consolidated package. From this, we would then be in better shape to address what we need: training, policy guidance, leadership, legislation, rulemaking, public affairs support, etc. to highlight 4 C's in action and to address barriers to success.

I think this is a good next step that can be integrated into what I hope will be the on-going work of the BLM's 4 C's working group. As I mentioned earlier, I think we need to have a BLM 4 C's working group that has continuity over the next two years. The working group, and particularly the chair of that group, would be tasked to coordinate with PMB staff, ASLM and BLM state and field offices on 4 C's policy/project development so that we can make BLM's 4 C's efforts a centerpiece for the Secretary.

## APPENDIX II

### Options to Create Pilot Projects on Federal Lands Governance

By Matthew McKinney, Ph.D.  
Executive Director, Western Consensus Council  
Draft of June 4, 2002

This options paper is a collection of the many proposals for pilot projects and experimental approaches to federal lands management and governance – organized around the key elements of any legislative or administrative framework to authorize such projects. *Please feel free to offer additional options and/or elements of any proposed framework* Thanks to everyone who has reviewed and contributed to this options paper.

#### Principles for the Suggested Framework

- a. The authorizing framework should establish a national competition for pilot projects to foster a spirit of entrepreneurialism, diversity, and excellence.
- b. Pilot projects should be governed by a fundamental principle of transparency – that is, the decisions and actions of pilot projects should be open and transparent.
- c. Pilot projects should be monitored and evaluated by a National Oversight Committee on Pilot Projects that may include members of Congress, the Administration, and organizations with an interest in federal lands management. The operating principle here is to model an inclusive, informed, deliberative (that is, collaborative) process.
- d. Pilot projects should be experimental in nature: this is not a proposal to change the entire system of federal lands management.
- e. Pilot projects should be encouraged across a range of issues, administrative jurisdictions, and geographic scales.

#### Elements of the Suggested Framework

##### Options to Develop Pilot Projects

- a. Anyone may submit a proposal through an open, competitive process.
- b. Inclusive groups that represent all stakeholders, including public officials and agencies, must develop proposals.
- c. Public officials and agencies, in consultation with diverse stakeholders, should develop proposals.

##### Options to Select Pilot Projects

- a. The National Oversight Committee on Pilot Projects mentioned above.
- b. A national advisory council on pilot projects that reviews proposals and makes recommendations to the National Oversight Committee on Pilot Projects for final selection.
- c. The Secretaries of Agriculture and Interior, in consultation with western Governors



(and legislatures).

#### Options on Who Participates

- a. Representation must be inclusive ... that is, participants must reflect the full range of interests and viewpoints on a given project.
- b. The group must represent local, state, regional, and national interests.
- c. A certain percent of participants must live in and represent the local area (existing examples include Valles Caldera and Presidio).

#### Options on Who Selects or Appoints Participants

- a. Participants are determined from the ground-up, consistent with c (i). The full group ratifies the final composition of any group.
- b. Participants are determined from the ground-up, consistent with c (i). The national advisory council on pilot projects ratifies the final composition of any group.
- c. The Governor and Secretaries of Agriculture and Interior jointly appoint representatives according to some formula to ensure balanced representation (existing examples include BLM and US Forest Service Resource Advisory Councils).

#### Options on the Authority of the Participants

- a. Govern - that is, to make and enforce decisions.
- b. Qualified Governance # 1 - that is, to make broad decisions about the desired ends or outcomes of a pilot project, and to then allow federal land managers and others develop and implement the appropriate means or strategies to achieve those ends.
- c. Qualified Governance #2- to make and enforce decisions ... the agencies responsible for implementing the decisions may appeal to the "oversight committee" and explain why a particular cannot or should not be implemented.
- d. Advisory - the participants advise the responsible agencies on outcomes (ends) and strategies (means), but the agency officials have final decision-making authority.

#### Options on Defining the Scope and Purpose of Pilot Projects

- a. NOTE - this element may duplicate 4(a), so let's think about combining the two.
- b. The overall scope and purpose of pilot projects is to (these may become criteria for selecting pilot projects):
  - 1. Promote sustainable communities.
  - 2. Promote sustainable landscapes.
  - 3. Utilize inclusive, informed, deliberative processes for decision-making.
  - 4. Provide fair, effective, and efficient means to resolve disputes or appeals to decisions that are made under pilot projects.
- c. The people and organizations submitting proposals should determine the scope and purpose of pilot projects.
- d. Proposals should include a clearly articulated "causal theory," that is, a clear hypothesis and linkage between what they are trying to achieve (the ends or outcomes) and how they propose to achieve their desired results (the means or strategies or activities).

#### Options on Sideboards Within Which Pilot Projects Must Operate

- a. NOTE - this element may overlap with the discussion on "Principles," item 3 above... so let's think about combining the two.
- b. Pilot projects must comply with all existing laws and policies.

- c. Pilot projects must comply with all existing laws, but are exempt from administrative rules, regulations, and policies.
- d. Same as c, but participants may request an exemption from an existing law ... and the National Oversight Committee on Pilot Projects may grant permission.

#### Options on Who Can Appeal Decisions Made By Pilot Projects

- a. Anyone.
- b. Only people who have formally participated in the decision-making process.

#### Options on How to Resolve Appeals

- a. Use a mandatory dispute resolution system that moves from low-cost dispute resolution procedures to high-cost procedures:
  - 1. Negotiation among appellants and pilot project participants.
  - 2. Mediation among appellants and pilot project participants.
  - 3. Binding or non-binding arbitration.
  - 4. Judicial resolution in a court-of-law.
- b. Eliminate administrative appeals; and, presumably, go straight to court.
- c. Appeal to the National Oversight Committee on Pilot Projects.
- d. Appeal to either the Secretary of Agriculture or the Secretary of Interior.

#### Options to Enforce, Monitor, and Evaluate Pilot Projects

- a. Applicants should clarify in writing a set of performance-based standards or measurements - in terms of process and outcomes. If the agreed-upon standards are not being met, someone needs to "pull the plug."
- b. Project participants should submit annual reports to the National Oversight Committee on Pilot Projects ... based on the "causal theory" of the pilot project.
- c. Annual or biennial meeting of pilot project participants to exchange ideas, document lessons learned, and identify what works, what doesn't, and why.
- d. Evaluation of pilot projects by the General Accounting Office after 3-5 years.
- e. Evaluation of pilot projects by independent observers after 3-5 years.

#### **References**

**American Heritage Rivers Initiative.** Online at <http://www.epa.gov/rivers/eo13061.html>1.

**Forest Options Group (FOG) Second Century Report (5 projects):** Entrepreneurial Budgeting, Collaborative Governance, Collaborative Planning, Forests Trusts, Rate Board. Online at <http://www.to.org/2c.html>.

**Foundation for Research on Economics and the Environment (FREE),** Missouri River Project (3 projects): Thorson, Fairfax and O'Toole, Fischer. Online at <http://www.free-eco.org/rfp/index.html>.

**Idaho Federal Lands Task Force Working Group Report,** Federal Land Pilot Projects in Idaho (5 projects): Central Idaho Ecosystem Trust, Clearwater Basin Stewardship Collaborative, Priest Lake Basin Cooperative, St. Joe Stewardship Project, Twin Falls/Cassia Resource Enhancement Trust. Online at <http://www2.state.id.us/lands/LandBoard/fltf.html>.

**Moffat County Northwest Colorado Working Landscape Trust.** Online at

[http://www.co.moffat.co.us/Natural Resources/Trust\\_final.pdf](http://www.co.moffat.co.us/Natural%20Resources/Trust_final.pdf).

**Presidio Trust Act.** Online at [http://www.presidiotrust.gov/archive/archive\\_trust\\_act.asp](http://www.presidiotrust.gov/archive/archive_trust_act.asp).

**Secure Rural Schools and Community Self Determination Act of 2000.** Online at <http://thomas.loc.gov>.

**Valles Caldera National Preservation Act.** Online at <http://www.fs.fed.us/r3/sfe/valles/Library/prevAct.html>.

## APPENDIX III

**Table of 4 C's Projects, Activities and Proposals**

The projects, activities and proposals referenced for the preliminary classification of 4 C's tools are listed below in alphabetical order with state of implementation, bureau contact name, and telephone number noted, respectively.

Project	State	Contact	Telephone Number
Abandoned Mine Cleanup: Upper Animas	CO	Steven Cohen	202-785-6589
Agency and Public Cross Training	WO	Ron Huntsinger	505-751-4700
Amargosa Toad Habitat Conservation Plan	NV	Jerry Smith	775-635-4000
America's Backyard	WO	Bob Ratcliffe	202-452-5040
Anasazi Heritage Center	CO	Bob Ratcliffe	202-452-5040
Applegate Partnership	OR	Ron Huntsinger	505-751-4700
Arizona Dept Game and Fish Planning Coord.	AZ	Mike Taylor	602-417-9231
Barry Goldwater Executive Council	AZ	Mike Taylor	602-417-9231
Blackfoot Challenge	MT	(BLM WO – Implementation of the 4 C's)	
Black Rock Desert-High Rock Canyon ... NCA	NV	Jamie Thompson	775-623-1541
Black Rock Desert Volunteers	NV	Terry Reed	775-623-1500
BLM Natl Training Cntr Partnership Series	WO	Steven Cohen	202-785-6589
Bloody Shins Partnership Information	NV	Terry Reed	775-623-1500
Bradshaw/Agua Fria National Monument RMP	AZ	Mike Taylor	602-417-9231
Burning Man Special Recreation Permit	NV	Terry Reed	775-623-1500
California National Historic Trails Interp Cntr	NV	Helen Hankins	775-753-0201
Campbell Creek Science Center	AK	Bob Ratcliffe	202-452-5040
Canyon City, CO Service First	CO	Bob Ratcliffe	202-452-5040
Cascade Streamwatch Project	OR	Bob Ratcliffe	202-452-5040
Central Oregon Service First	OR	Bob Ratcliffe	202-452-5040
Colorado Plateau Mountain Bike Trail System	CO	Bob Ratcliffe	202-452-5040
Community Viz	WO	Cynthia Moses-Nedd	202-452-5114
Coral Pink Sand Dunes	UT	Steven Cohen	202-785-6589
Data Sharing	WO	Cynthia Moses-Nedd	202-452-5114
Eastern Nevada Landscape Restoration Project	NV	Gene Kolkman	(Ely Field FO)
Elko Field Office	NV	Helen Hankins	775-753-0201
Farmington FIMO	NM	Rich Whitley	505-438-7501
Friends of Yaquina Lighthouses	OR	Bob Ratcliffe	202-452-5040
Galisteo Basin Proposal	NM	Ron Huntsinger	505-751-4700
Heart Mountain Partnerships	WY	Alan Kesterke	(Wyoming SO)
Hospitality Industry Partnership	WO	Cynthia Moses-Nedd	202-452-5114
Humboldt County Weed Management CA	NV	Terry Reed	775-623-1500
Hutton Junior Fisheries Biology Program	WO	Bob Ratcliffe	202-452-5040
Idaho Service First – Lynx Plan Amendment	ID	Bob Ratcliffe	202-452-5040
Idaho Service First – Single Pass	ID	Bob Ratcliffe	202-4542-5040
Interim Forest Plan, Nevada County, CA	CA	Steven Cohen	202-785-6589
Jawbone Station/Friends of Jawbone	CA	Bob Ratcliffe	202-452-5040
Kasha-Katuwe Tent Rocks National Monument	NM	Bob Ratcliffe	202-452-5040
Knowlton Travel Plan, Eastern Montana	MT	Steven Cohen	202-785-6589
Las Cienegas National Conservation Area	AZ	Steve Cohen	202-785-6589
Leave No Trace	WO	Bob Ratcliffe	202-452-5040
Lemhi Model Watershed Project	ID	(BLM WO – Implementation of the 4 C's)	
Lewis and Clark Bicentennial Commemoration	WO	Bob Ratcliffe	202-452-5040

Project	State	Contact	Telephone Number
Little Sahara and Yuba Reservoir	UT	Bob Ratcliffe	202-452-5040
Lovelock Cave and Lovelock Cave Back Country	NV	Terry Reed	775-623-1500
Moab Information Center Interagency CA	UT	Bob Ratcliffe	202-452-5040
Moab Information Center	UT	Bob Ratcliffe	202-452-5040
Muddy Creek Coord. Resource Management Project	WY	Alan Kesterke	(Wyoming SO)
National Public Lands Day	WO	Bob Ratcliffe	202-452-5040
Nevada Abandoned Mine Lands Hazard Remed.	NV	Bob Abbey	775-861-6590
Nevada BLM Partnership with NV Developer	NV	John Singlaub	(Carson City FO)
Nevada Gov. Sage-Grouse Conservation Team	NV	Terry Reed	775-623-1500
New Mexico Counties	NM	Bob Alexanfer	505-438-7428
New Mexico State BLM Office	NM	Rich Whitley	505-438-7501
Northeastern Nevada Stewardship Group, Inc.	NV	Helen Hankins	775-753-0201
Outside Las Vegas Foundation	NV	Bob Abbey	775-861-6590
Paiute and Great Western Trail System	UT	Bob Ratcliffe	202-452-5040
Partners for Grassland Stewardship	MT	(BLM WO – Implementation of the 4 C's)	
Pine Nut Mountains RMP Plan Amendment	NV	Elayn Briggs	775-885-6170
Permittee Stewardship Contracts	WO	Directors Office	202-208-3801
Pompeys Pillar Historical Association	MT	Bob Ratcliffe	202-452-5040
Pompeys Pillar National Monument	MT	Bob Ratcliffe	202-452-5040
Public Lands Information Center	AZ	Mike Taylor	602-417-9231
Quarterly Congressional Briefings	AZ	Mike Taylor	602-417-9231
Red Hill Council Action Alternative	CO	Bob Ratcliffe	202-452-5040
Red Hill Memorandum of Understanding	CO	Bob Ratcliffe	202-452-5040
Red Rock National Conservation Area	NV	Mark T. Morse	702-515-5093
Salmon Field Office Community-Based Planning	ID	Ron Huntsinger	505-751-4700
Sand Flats Recreation Area	UT	Bob Ratcliffe	202-452-5040
Scappoose Bay Watershed Habitat Improvement	OR	Bob Ratcliffe	202-452-5040
Seeds of Success	WO	Bob Ratcliffe	202-452-5040
Small Business Plan Preparation	WO	Cynthia Moses-Nedd	202-452-5114
Sonoran Desert Conservation Plan	AZ	Steven Cohen	202-785-6589
Sonoran Institute and BLM Econ Profile System	WO	Steven Cohen	202-785-6589
Susanville Depot and the Bizz Johnson Trail	CA	Bob Ratcliffe	202-452-5040
Taos County Emergency Response Center	NM	Ron Huntsinger	505-751-4700
Timbisha Tribal Homeland	CA	Ron Huntsinger	505-751-4700
Tread Lightly!	WO	Bob Ratcliffe	202-452-5040
Upper Klamath Basin Working Group	OR	Steven Cohen	202-785-6589
Wildfire Support Group, Winnemucca Field Office	NV	Terry Reed	775-623-1500
Wonderful Outdoor World	WO	Bob Ratcliffe	202-452-5040
Yaquina Head Outstanding Natural Area	OR	Bob Ratcliffe	202-452-5040

## APPENDIX I

### MEMORANDUM

**TO:** Kathleen Clarke, Dir. - BLM (w/o encl.)  
 Con Lass (w/o encl.)  
 Elena Daly  
 Tom Fulton (w/o encl.)

**cc:** Karl Hess (w/o encl.)  
 Chris Kearney (w/o encl.)

**FROM:** Rebecca Watson, AS/LM

**DATE:** June 10, 2002

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I met with Lynn Scarlett, Karl Hess and Chris Kearney today concerning 4 C's pilot projects. I shared with them BLM's working group paper, "Implementation of the 4 C's Using Collaborative Models." In addition, I provided a copy of the attached paper from Matt McKinney, "Options to Create Pilot Projects on Federal Lands Governance," notes of the Eastern Regionalism (another way to say local collaboration) Conference and a letter and materials from Professor Susskind who teaches on collaboration. In addition, I have also attached for your use a memo from Lynn on "Seminars on Integrating Scientific Information Effectively into Collaborative Processes" and a piece on a Moffat County pilot project.

The next step from the meeting is that Karl Hess will work with Elena Daly to address in a paper three information needs that Lynn and I believe can help guide our consideration of the BLM 4 C's pilot project concept.

- (A) Identify and document existing 4 C's projects with particular attention to the means or tools used to implement these projects.
- (B) Explore future pilot projects that could be developed. Particularly, consider some of the ideas suggested in Matt McKinney's paper.
- (C) Identify barriers to the growth and development of 4 C's projects and how BLM is addressing the barriers.

Karl and Elena would take the laboring oar in pulling this information together in a consolidated package. From this, we would then be in better shape to address what we need: training, policy guidance, leadership, legislation, rulemaking, public affairs support, etc. to highlight 4 C's in action and to address barriers to success.

I think this is a good next step that can be integrated into what I hope will be the on-going work of the BLM's 4 C's working group. As I mentioned earlier, I think we need to have a BLM 4 C's working group that has continuity over the next two years. The working group, and particularly the chair of that group, would be tasked to coordinate with PMB staff, ASLM and BLM state and field offices on 4 C's policy/project development so that we can make BLM's 4 C's efforts a centerpiece for the Secretary.